

COMMUNITY GUIDELINES FOR DEVELOPING A SPONTANEOUS VOLUNTEER PLAN



*Developed By The
Illinois Terrorism Task Force
Committee on Volunteers and Donations*

The attached document, "Community Guidelines for Developing a Spontaneous Volunteer Plan" has been developed to assist communities along with the Emergency Services and Disaster Agency (ESDA) Coordinator in developing and executing a community spontaneous volunteer plan as part of the county emergency operations plan. This document outlines steps for volunteer agencies traditionally involved with disaster response, other community agencies and/or organizations, and the ESDA Coordinator to form a core group and develop a spontaneous volunteer plan to address those individuals who appear on the scene to volunteer in the event of a disaster.

As a result of the events of September 11, 2001, with over 40,000 unsolicited volunteers arriving at Ground Zero and no plan to deal with them, a Volunteers and Donations Committee was established in Illinois as part of the Illinois Terrorism Task Force (ITTF). While the Task Force has been established since May 2000, the Committee was established after September 11, 2001 in hopes of bettering our response during a large-scale disaster here in Illinois. The Volunteers and Donations Committee was charged with dealing with issues on how and where to direct volunteers and donations and how to get unsolicited volunteers registered with an organization or agency in light of a disaster. More than 20 individuals who serve on this Committee represent the interests of many state and federal agencies, volunteer organizations in the communities such as the Voluntary Organizations Active in Disaster (VOAD), associations for volunteer administrators, senior programs, and voluntary programs.

I urge you to fully review this document and work with your ESDA Coordinator in your community or county to develop this plan and to include it in your emergency operations plan. Should you have any questions regarding these guidelines or any other issues surrounding volunteerism and homeland security, I would encourage you to contact the Illinois Emergency Management Agency at (217) 782-2700.

Thank you again for your continued support and cooperation.

Carl Hawkinson
Deputy Chief of Staff for Public Safety

Community Guidelines for Developing a Spontaneous Volunteer Plan

For the purpose of these guidelines, a spontaneous volunteer is an individual who arrives at a disaster scene without a specific request from, or an affiliation with, a traditional disaster agency. These guidelines illustrate how volunteer agencies traditionally involved in disaster response, other agencies and/or organizations and community members can participate in the execution of the emergency operations plan. (See Appendix A, Community Participation Diagram).

1. The local Emergency Services and Disaster Agency (ESDA) Coordinator, together with traditional disaster agencies host a “summit” inviting community agencies and/or organizations to discuss partnerships and roles in the event of a large-scale disaster.
2. Establish a core group of agencies and/or organizations which meets to help develop the community’s spontaneous volunteer disaster plan. This group should include both service providers traditionally involved in a disaster as well as social service and non profit agencies and/or organizations. Several Illinois communities already have this structure, in some cases it is a VOAD (Voluntary Organizations Active in Disaster). This group should work closely with the ESDA Coordinator and within the parameters of the county emergency operations plan and the state emergency operations plan.
3. Agencies and/or organizations in each community should ensure the following steps are completed to prepare their disaster plan. Emergency plans in each county’s jurisdiction should include the following:

Step 1: Educate and Engage Community Agencies in Disaster Service Delivery.

- a) The core group will clarify the services of each agency and/or organization in the event of a disaster as well as define the new roles for agencies and/or organizations not already involved in disaster response.
- b) These agencies and/or organizations should develop specific agreements with traditional disaster agencies or with the core group as a whole. (See Appendix B, Statement of Understanding).
- c) Each agency and/or organization will develop job descriptions for the key leadership positions in times of disaster.
- d) Develop written procedures and plans for security, volunteer liability, unwanted/unruly volunteers and volunteer credentialing. (See Appendix C, Related statutes regarding protections for volunteers).

Step 2: Solidify a Spontaneous Volunteer Plan.

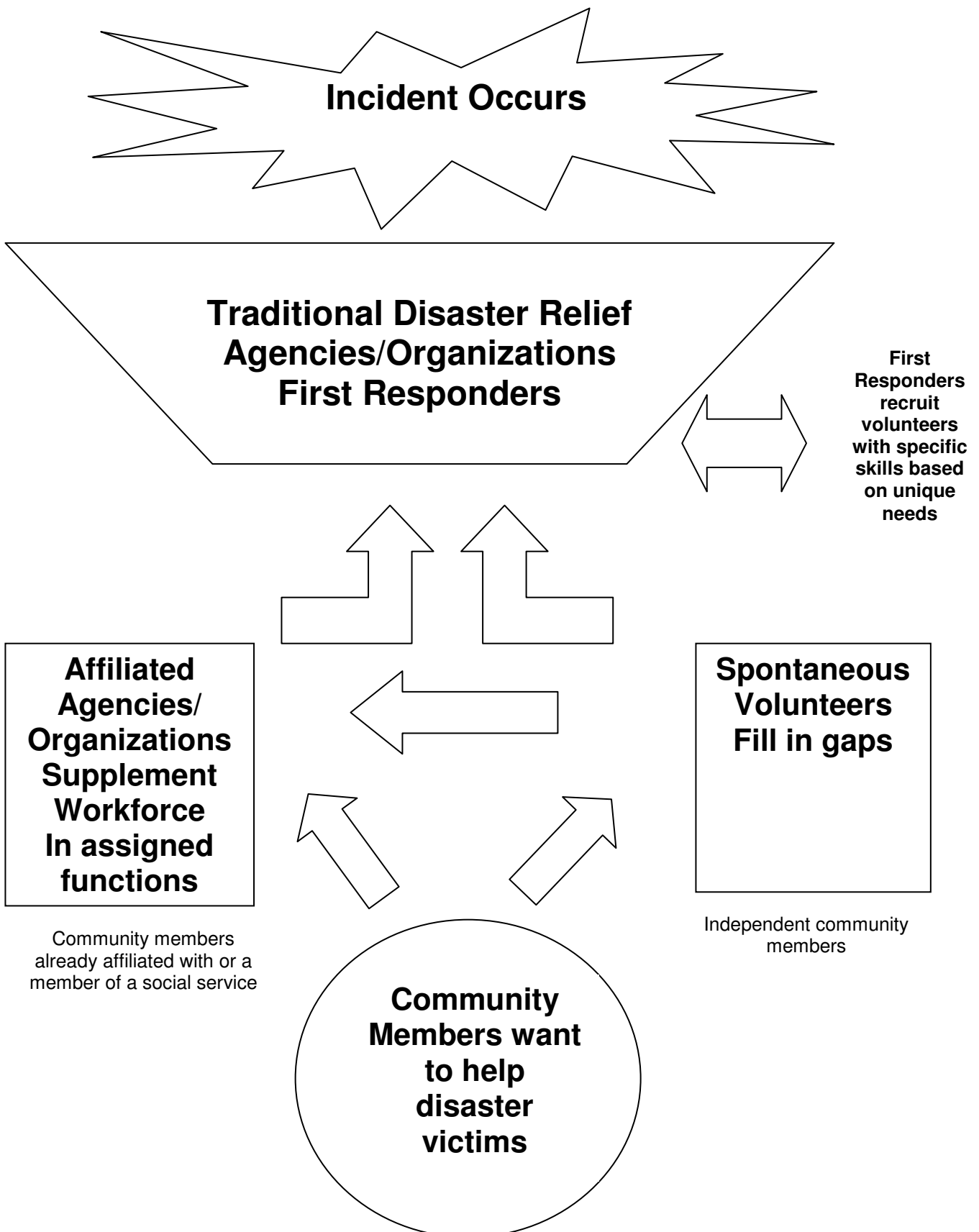
- a) The core group will work with its ESDA Coordinator to amend the emergency operations plan to include the Spontaneous Volunteer Plan.
- b) The ESDA Coordinator will designate a **Spontaneous Volunteer Manager**. This individual will be responsible for coordinating the spontaneous volunteers in the event of a disaster. (See Appendix D, Spontaneous Volunteer Manager Job Description).
- c) Identify a **Volunteer Screening Coordinator**. This individual will oversee the screening of spontaneous volunteers at the screening facility. Resources for that person might include: universal volunteer applications, job descriptions, code of conduct and local and statewide training courses. (See Appendix D, Volunteer Screening Coordinator Job Description; Appendix E, Universal Volunteer Application; and Appendix F, Training Resources).
- d) Identify a **Core Group Contact Person**. In the event of a disaster the ESDA Coordinator will contact this individual who in turn will contact the other members of the core group. This will ensure that the Spontaneous Volunteer Plan is properly implemented. **It is recommended that the Spontaneous Volunteer Manager also serve as the Core Group Contact Person.**
- e) Determine where inquiries from spontaneous volunteers will be directed in the event of a disaster – for example city hall, a local business, Red Cross office, etc. Distinguish between offers of volunteer services and donations.
- f) Determine a screening facility for spontaneous volunteers – for example, a local school, YMCA, United Way, etc.
- g) Identify a respite center where volunteers and emergency service workers can receive supplies, food and anticipated mental health counseling.
- h) Clarify mechanisms by which agencies and/or organizations will request volunteers in time of a disaster.
- i) Determine a follow-up plan that involves volunteer thank you's, incident wrap up and evaluation.

Step 3: Expand Education to the Community.

- a) Create a campaign to encourage citizens to affiliate with traditional disaster agencies in the community.

- b) Coordinate with the overall state public information and education programs for disaster preparedness and relief.
 - c) Utilize outside resources to assist in the development and execution of the local education plan.
 - d) Share “best practices” of spontaneous volunteer coordination with neighboring communities.
4. This core group of agencies and/or organizations, along with the ESDA Coordinator, will continue to meet periodically to review, enhance and update the community spontaneous volunteer plan.

Community Participation Diagram



**Sample Statement of Understanding
Overview of American Red Cross of Greater Chicago &
Young Men's Christian Association of Metropolitan Chicago**

THE AMERICAN RED CROSS of GREATER CHICAGO:

1. Provide training, in advance, to 1-5 YMCAMC staff per site.
2. Provide an annual update of materials, training or drill to YMCAMC staff.
3. Initiate the call for volunteers in a Level III or above disaster relief situation to an identified YMCAMC lead.
4. Provide instructions and/or training to all volunteers at the time of call-up in the function to which they have been assigned.
5. Provide daily updates of information and materials to YMCAMC site staff throughout the duration of their involvement.
6. Publicly acknowledge and recognize the partnership and contribution of YMCAMC in the event of plan activation and in anticipation of such an event.
7. Review partnership agreement on an annual basis.
8. Identify primary and secondary contact persons/liaisons for the YMCAMC.

YOUNG MEN'S CHRISTIAN ASSOCIATION of METROPOLITAN CHICAGO:

1. Agree to the project process as described by Statement of Understanding.
2. Respond to the call for help from the ARCGC at the time of a Level III and above disaster within (24) twenty-four hours providing at least one trained staff per site.
3. Recruit at least 2 employees to be site liaisons to work with ARCGC in advance, including training for disaster relief procedures.
4. Provide facilities for spontaneous volunteer registration and screening.
5. Provide necessary equipment at each site to facilitate. Equipment includes 2-4 registration tables, 2-4 volunteer screening areas and at least 20 chairs.
6. In the event of plan activation, provide daily reporting and constant communication with ARCGC headquarters site.
7. Participate in an annual update of materials, training and/or drill.

Related statutes regarding protections for volunteers

50 ILCS 1222 Local Government Disaster Service Volunteer Act

Authorizes units of local government and their agencies to grant 20 days per year paid leave to an employee to participate in disaster relief services for the Red Cross, upon the request of that agency.

745 ILCS 10 Local Governmental and Governmental Employees Tort Immunity Act

sec. 1-202 defines employee to include volunteers

sec. 2-302 authorizes units of local government to indemnify employees, presumably including volunteers.

820 ILCS 315/2 Workers' Compensation Act

Defines civil defense worker to include volunteers during emergencies.

5 ILCS 350 State Employee Indemnification Act

Definition of employee includes those who perform volunteer services where the volunteer relationship is reduced to writing.

20 ILCS 3302/10 IEMA Act

Provides that volunteers engaged in a disaster, exercise, or training related to the emergency operations plan of a political subdivision or response that is beyond local response capabilities shall be a State employee for purpose of Workers Compensation, if certain criteria are met.

42 U.S.C. 14501 et seq. Volunteer Protection Act

Preempts State laws to limit the liability of persons serving as volunteers for governmental and non-profit organizations.

Community Guidelines for Developing a Spontaneous Volunteer Plan

Job Descriptions

Spontaneous Volunteer Manager

- Establish spontaneous volunteer center at designated facility.
- Coordinate with participating agencies to determine the training and experience levels of needed volunteers and document opportunities.
- Process and oversee the fulfillment of volunteer requests
- Establish and clearly communicate job assignment rule and volunteer code of conduct.
- Consult with and act as a technical resource to volunteer supervisors regarding potential personnel problems.
- Investigate grievances and manage other personal action involving volunteer assigned through the spontaneous volunteer center.
- Oversee Volunteer Screening Coordinator.

Volunteer Screening Coordinator

- Ensure individuals processed through the spontaneous volunteer center undergo a consistent, non-discriminatory screening procedure including an application, interview and proper identification.
- Initiate and maintain master filing system.
- Engage and supervise additional volunteer screeners as needed.
- Work with spontaneous volunteer manger to fulfill volunteer requests.
- Arrange for the proper follow-up and thanking of volunteers assigned through the spontaneous volunteer center.
- Ensure proper disposition of volunteer records & files after operation.

Universal Volunteer Application**Personal Information**

Name: _____

Address: _____

Phone Numbers: _____

Email Address: _____

Employment Information (Title, Place of Employment): _____

Emergency Contact Information (Name, Phone Numbers): _____

Describe any restrictions on your activities (physical, medical, mental): _____

Date of last tetanus shot: _____

Are you currently charged with or have you ever been convicted of a felony? ☐ Yes ☐ No

If yes, please explain: _____

General Availability:

| | Sunday | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday |
|----|--------|--------|---------|-----------|----------|--------|----------|
| AM | | | | | | | |
| PM | | | | | | | |

Do you have personal transportation? _____

Geographic Preference: _____

Are you willing/able to do manual labor? ☐ Yes ☐ No

Community Guidelines for Developing a Spontaneous Volunteer Plan

Skills & Qualifications:

Fluency in Language(s) other than English: _____

Licenses/Professional Certifications: _____

Professional Background: _____

Education Background: _____

Computer Skills: _____

Prior or Current Volunteer Experience: _____

Prior Disaster Relief Experience: _____

Other Skills:

- | | |
|--|---|
| <input type="checkbox"/> Administrative/Secretarial | <input type="checkbox"/> Human Resources (interviewing, recruiting, etc.) |
| <input type="checkbox"/> Accounting/Finance/Bookkeeping | <input type="checkbox"/> Mental Health Counselor/Social Worker |
| <input type="checkbox"/> Civil Servant (Police, Firefighter, etc) | <input type="checkbox"/> Management |
| <input type="checkbox"/> Child Care | <input type="checkbox"/> Technical (IT professional, etc.) |
| <input type="checkbox"/> Customer Service | <input type="checkbox"/> Trade: _____ |
| <input type="checkbox"/> Food Service (help prepare & serve meals) | <input type="checkbox"/> Transportation (Professional Truck/Bus Driver) |
| <input type="checkbox"/> Health Services (Doctor, Nurse, EMT) | <input type="checkbox"/> Other: _____ |

Volunteer Agreement

1. The information provided is complete and true. If information given on this application is incomplete or untrue, I understand my assignment may be terminated.
2. I have disclosed any felony convictions. I agree to a background check, verification of the statements contained herein and additional screening procedures.
3. I understand that my own insurance will be used as coverage for illnesses and injuries and that I am ultimately responsible for any costs incurred.
4. I agree to respect the rights, property and confidentiality of emergency worker and individuals affected by disaster.
5. I agree to adhere to the rules/instructions of my job assignment(s) so as not to jeopardize relief operations or procedures.

Signature: _____ Date: _____

Suggested Training Resources

Developing Volunteer Resources

Illinois Emergency Management Agency (IEMA)

This two-day course is designed to improve the participant's abilities to deal with a wide range of issues in managing volunteers. This course addresses:

- Identification of tasks that require volunteer services
- Skill definition and specification of qualifications
- Publicity and recruitment
- Skill development and maintenance
- Motivation strategy that promotes continued involvement
- Quality performance use of volunteers during a disaster
- Reviewing volunteer programs for effectiveness

For more information contact IEMA, 110 East Adams Street, Springfield, IL 62701-1109, (217) 782-7860, www.state.il.us/iema

Human Resources in Disaster

American Red Cross

The purpose of this training is to provide basic information about activities and processes of a local disaster volunteer, staffing, and training functions in support of an American Red Cross disaster relief operations. Participants will learn how to deliver and support sufficient and effective human resources on a disaster relief operation.

For more information contact American Red Cross of Greater Chicago, 111 East Wacker Drive, Suite 200, Chicago, IL 60601, (312)-729-6100, www.chicagoredcross.org.